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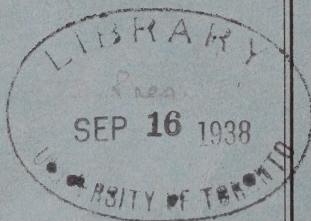
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[1937/38]

# TRAINING CANADA'S YOUNG UNEMPLOYED



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**Facts, Figures and Objectives of the  
Dominion-Provincial Youth  
Training Programme**

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DEPARTMENT OF LABOUR  
OTTAWA, CANADA



# TRAINING CANADA'S YOUNG UNEMPLOYED



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Training Programme**





## FOREWORD

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IT has often been said that the future of a nation rests with its youth. Frequently we hear from the public platform the declaration that our young people constitute the greatest single asset which we possess. I believe that to be so. It was predominantly this belief that prompted the Dominion Government to sponsor what has become the Dominion-Provincial Youth Training Programme.

The brief experience which we have had has shown the importance of local interest and co-operation if Youth Training projects are to succeed. Co-operation is, in fact, the key-note of the Youth Training Programme. It was co-operation of the Dominion and provinces which brought the programme into being. Co-operation of numerous welfare organizations, service clubs, trades and labour councils and other bodies, has assisted in its progress. In many communities the generous co-operation of individuals has enabled projects under the programme to go on successfully. I am aware that lacking this, they might have failed. This co-operative spirit can be shown not only during the initiation and progress of courses under the Youth Training Programme, but also in assisting those who have received training to obtain employment.

In the belief that it is filling a real need and that this fact is recognized more and more from day to day, the Dominion Government this year has increased its financial support to the Youth Training Programme. It is the hope of this Government that young Canadians who are trained under this programme may develop new confidence in themselves and be directed as soon as possible to permanent employment.

*Norman B. Rogers*

*Minister of Labour*



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## GENESIS OF THE PLAN

The Dominion-Provincial Youth Training Programme grew out of recommendations to the Dominion Government by the National Employment Commission. These recommendations were, in turn, based on reports to the Commission by its advisory committees on youth and on women's employment. The committee on youth employment, prior to making its report, had gone very carefully into many phases of the youth problem. Its report recognized the pressing need for training young men and women if they were to be ready for employment opportunity when it arrived.

### DOMINION ACTION

At the Parliamentary session of 1936-37, the Dominion Government placed in the estimates an amount of \$1,000,000 for youth training. This appropriation was approved by Parliament and became available for use during the fiscal year beginning April 1, 1937, and ending March 31, 1938. Naturally, as Dominion-wide youth training was an experiment in Canada, the amount which would be required had to be estimated.

### GENERAL OUTLINE

The plan decided on provided for the sharing by the Dominion and the provinces on an equal basis, of the cost of projects for youth training. The provinces were advised that funds had been allocated to them under the vote. Recognizing that the provinces were more familiar with local conditions than the Dominion could possibly be, they were asked to submit projects for youth training which would be of value in their particular part of Canada. These were then made the subject of discussion and mutual agreement. It was, of course, recognized that a project which might be helpful to young men and women in Nova Scotia, would be of little or no value to those of the Prairies and vice versa. A particular course might be most beneficial in British Columbia, for instance, but quite unsuitable to Saskatchewan. Thus it was left to the provinces to submit specific training projects; and it was arranged that each province would bear the cost of administering the programme within its boundaries.

Four main categories of projects were specified as coming within the scope of the Vote as follows: (a) training pro-



jects of an occupational nature; (b) learnership courses in industry; (c) work projects to combine training with conservation and development of natural resources; and (d) physical training programmes to maintain health and morale. These projects were to be open to all young people, 18 to 30 years of age, without gainful employment and in necessitous circumstances. The selection of those participating was to be made by the provinces, subject to Dominion approval, without discrimination or favour with regard to racial origin, religious beliefs or political affiliations.

The response of the provinces was gratifying. Every province signified its intention of embarking on a programme of youth training. Subsequently, outlines of their projects began to flow into Ottawa, and the work of considering them, and the drafting of agreements under which they would be carried on, proceeded. Youth training agreements were signed with the provinces as of the following dates: Manitoba, July 13, 1937; Alberta, August 3; British Columbia, August 11; Ontario, September 14; Quebec, September 17; Nova Scotia, September 17; New Brunswick, October 20; Prince Edward Island, October 30.

Necessarily, in the first year of the programme, a great deal of preliminary work had to be done before training projects could actually get under way. Consequently, the first year can only be considered as a fraction of a twelve-month period when considering results. The majority of courses did not start until the autumn of 1937.



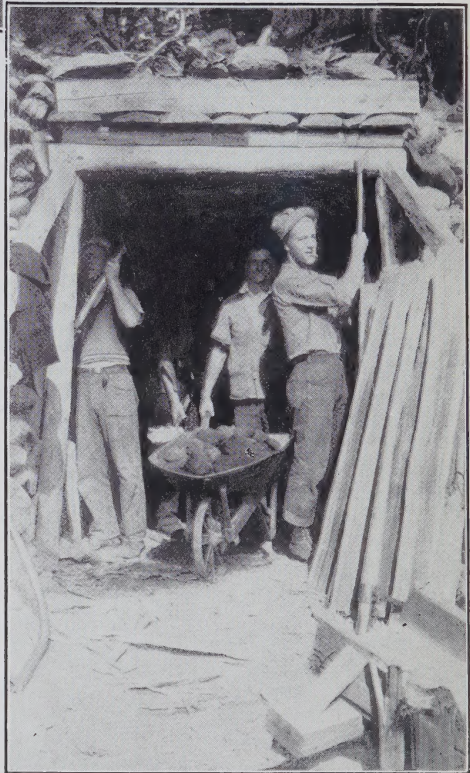
## THE VARIOUS PROJECTS

### Forestry

Seven of the nine provinces of Canada operated forestry projects last year. While the primary object of the Youth Training Programme was, of course, to train and rehabilitate needy young people for employment, forestry work offered the additional advantage of forest conservation.



Men and women are both deriving benefit from Dominion-Provincial Youth Training Projects. The upper picture shows a group of trainees at a Quebec forestry camp. Below is a view in one of the Manitoba training centres for women.



Training in mining is one of the important projects under the Dominion-Provincial Youth Training Programme. Four provinces, Nova Scotia, Quebec, Ontario and British Columbia have mining projects. Above is a view of the gold mine used for training in Nova Scotia. Below, trainees are shown working on a test drift tunnel in British Columbia.

Consequently, this project appealed to all provinces with forest resources.

Forest conservation work provided for the trainee the attraction of an open-air healthy life with the prospect of physical betterment. Boys and young men were housed in camps. They were paid a training wage from which a deduction was made to provide board and lodging. Generally speaking, instruction was given by Provincial Forestry officials. Class instruction was provided, trainees being paid the regular rate of wages while attending classes. A medical examination was given applicants for training before they were accepted.

The object of these courses was not to train foresters, but rather to fit young men for work somewhat akin to forestry and accustom them to outdoor life.

### **Mine Training**

Although the methods adopted differed as between some of the provinces, mine training, in one form or another, was given in Nova Scotia, Quebec, Ontario and British Columbia. In Nova Scotia a gold mine was acquired in which practical training in hard rock mining was given under direction of qualified mining engineers with a nucleus of skilled miners. Similar conditions prevailed in Quebec. In both of these provinces a certain amount of time was given each week to class instruction.

Ontario decided to go in for technical training. This was provided for a limited number of young men through the medium of a six-months' course at the Haileybury School of Mining. In British Columbia training in placer mining, in contrast to the hard rock mining of the east, was given. Young men were given training in camps specially established for the purpose. At the conclusion of training a period of several months' supervised prospecting, with grub stakes supplied by the project, gave to trainees an opportunity of testing out what had been learned. It is interesting to note that practically 100 per cent of those who finished training in Ontario and Nova Scotia, secured employment.

### **Agriculture**

As agriculture is common to every province in the Dominion, so courses in farming and agricultural subjects prevailed generally. In some of the provinces, a miniature back-to-the-land movement was started with the placing



of a number of young men from urban centres as farm apprentices with experienced farmers. The young men were carefully selected with an eye to their fitness and qualifications for agricultural life. The farmers with whom they were placed agreed to instruct them in various phases of farm work.



An important subject in the home service training courses is cooking. Here, in the upper picture, are some Saskatchewan trainees with their utensils.

Below is shown an Alberta class in farm mechanics. Agricultural courses are held in nearly all the provinces.

Particularly in Western Canada, provincial universities played an important part in agricultural instruction. In some cases young men were given six-month courses at the university in question. In others, and these were



more general, students were trained at various centres, the instructors travelling from place to place. Both men and women were given instruction in a wide variety of subjects pertaining to the farm. These varied, in some degree, from province to province, but courses for men included instruction in such subjects as farm mechanics, operation, adjustment and repairs of farm machinery, farm motors,



The girls in this picture are taking a course in leadership in one of the New Brunswick projects. An art class at work is pictured.

demonstrations in soldering, belt lacing, engine-timing, knotting and splicing ropes, repair and construction of farm buildings, poultry, horticulture, dairying, field crops, care and feeding of live stock, farm management and accounting, soils and fertilizers, field and animal husbandry, farm and home mechanics (the use and care of tools and farm implements, building construction and repairs, blacksmithing, use of concrete and paint, rope splicing, farm accounting, insects and pests). Included in the women's courses were: care and management of the home; food and cookery; hospitality and etiquette; laundering; child care; home nursing and first aid; making and repair of clothing; handicrafts; social customs and courtesies; dairying and poultry; horticulture.

It should be borne in mind that, neither in the case of men or women, were these courses designed primarily to

fit for wage-earning employment. The object was rather to make the men into better farmers and the women better home-makers on the farm. Apart from those who became ill, practically none who took rural courses failed to finish. Attendance was good.



Another Quebec forestry photograph. Camp buildings in the background. In the foreground one of the tractors used by trainees for hauling wood.

### **Apprenticeship and Learnership**

Perhaps a word of explanation is demanded by the comprehensive title of this section. Apprenticeship training is given in a recognized craft occupation and is not necessarily confined to a trade designated under one of the provincial apprenticeship acts. A written indenture is signed and training generally continues over a period of years.

By Learnership is meant training in semi-skilled or specialized occupations which demand dexterity rather than a high degree of technical skill, and can be learned in a shorter period.

Under the Youth Training Programme, training of apprentices and learners in industry was carried on in Ontario and Manitoba. A canvass of employers was made

and whenever they agreed to take on young people and train them in specific trades or occupations they were relieved of the cost of instruction, either through the provision of special classes or, in those occupations where class instruction is unnecessary, through payment of a weekly sum to the employer to meet the cost of instruction on the job. This sum varied in amount and in the length of time it was paid, according to the nature of the occupation. No subsidy, however, was paid to productive wages and there were safeguards to prevent overcrowding of trades or displacement of older workers. A follow-up service was maintained to insure that adequate instruction was given and that young workers were not exploited.

### **Urban Occupational Training**

In every province of Canada, except Prince Edward Island and Nova Scotia, special classes were formed in order to train for specific occupations young men and women living in urban areas. Great variety was shown as between provinces in the way in which these classes were set up. In some cities instruction was limited to classes held in vocational schools in the day or evening. In many localities special centres were opened and supplied with necessary machinery and equipment by the province. The teachers had practical experience in the trade concerned as well as teaching qualifications.

Quite a number of these centres were supplied rent free and in a few cases light heat and water were also furnished free of charge. This was made possible by co-operation of municipal authorities, business firms and interested individuals. The length of a course varied but was usually of six months' duration, with 30 or 40 hours' instruction each week. In most cities the number admitted to a course was largely determined by employment opportunities in the particular occupation. It was essential that training of young people should not result in overcrowding trades or in displacement of other workers.

Classes for young men were given in motor mechanics, radio servicing, electricity and house wiring, machine shop, painting, plastering, wood-working and carpentry, and Diesel engineering and other subjects, and for the young women in business and commercial subjects, dressmaking, power sewing machine operation, waiting on table, salesmanship, cookery, and other forms of specialized work connected with the home. Advisory committees were



A New Brunswick leadership class in weaving is shown in the upper picture. The Dominion-Provincial Youth Training Programme has stimulated the production of hand-made articles which find a market largely with tourists.

Below is shown a Manitoba cooking class in what was formerly a hardware store. Shelves which once held hardware now hold cooking utensils.



set up, representative of educational authorities, employers, organized labour, women's organizations and youth councils, to assist provincial and municipal authorities in operation of the classes.

In Alberta, the method of urban training was quite different from that of the other provinces. Special centres were established in cities and some larger towns for young men and for young women. Accommodation was supplied free. After personal interviews applicants were admitted to these centres up to the limit of their capacity, and so far as equipment was available they were permitted to follow their own inclinations in the way of occupation. Under the guidance of instructors, facilities were provided for wood-working, metal working, sign writing, mechanical drawing and drafting, typewriting, business practice, dressmaking and various forms of handicraft. There was not much machine equipment. Hand work was carried on, the object being to find out likings and aptitudes of various students. Weekly rating sheets were made out by instructors for each trainee.

A personal canvass was made of employers to obtain co-operation and locate possible vacancies. Following this, trainees who were judged suitable by the staff for the occupation in question were sent out to respective employers, for a few days, as observers only. They were required to report to the centre on the particular occupation they were observing. If reports from the employer and the centre were favourable, the trainee was then detailed as a learner in the particular occupation. The employer was paid \$2.00 per week to reimburse him for the instruction given. If the trainee was found satisfactory he or she was then taken into regular employment and placed on the payroll. After trainees left to work with employers, other young people were taken into the centre to fill the vacancies. In connection with the operation of the Urban Occupational Training project there were special vocational guidance and placement officers to assist trainees in choosing a vocation and to help them in securing employment on completion of their training.

### **Home Service Training Schools**

About one-third of these were residential. Where not residential, a practice house was usually provided. The importance of operating these schools as residences, was demonstrated. A residential school, if properly equipped and operated, gives to the trainee the correct atmosphere

in which to work. Suitable facilities for performing necessary duties are at hand. If a residential school is not available a practice house should be obtained. It is essential that such a house have accommodation for a small group of the girls to reside at a time.

In a great many places where a residential school or practice house has been run, local women's committees have been able to arrange for furniture, curtains, blinds and other necessary appurtenances. Work of these local committees has been invaluable. Establishment of such committees is essential to the successful operation of a school.

Experience has shown that it is not advisable to have more than thirty trainees in any one home service training course. It must be remembered that these courses are given to fit young women for employment. They are designed not only to assist graduates to get work through possession of a graduation certificate, but, more important, they are intended to enable them to keep the coveted positions when obtained. Consequently, the trainees must learn. Their certificates must mean something. And in order that they may learn, a certain amount of individual instruction is essential. Therefore, classes should not be so large as to make this individual instruction an impossibility.

It has been found that, in order to get results, a course for inexperienced girls should provide for three months' full-time instruction. It is, of course, not possible to turn out from these centres fully trained and experienced household workers. On the other hand the trainees are given an excellent groundwork. At the end of the course an interim certificate is issued, and after three months in actual work the trainee, provided her work has proven satisfactory, is entitled to her final certificate.

Home Service Training Schools were divided provincially during the first year of the Youth Training Programme as follows: Nova Scotia, 2; New Brunswick, 1; Quebec, 3; Ontario, 7; Manitoba, 1; Saskatchewan, 2; Alberta, 2; British Columbia, 2. Subjects taught in the Home Service Training Schools included general household management, cooking, cleaning, laundering, care of house furnishings, table service, personal appearance and hygiene, employer-employee relationship and in certain cases, home nursing and child care and child menus.

The record of placements in the Ontario Home Service Training Schools might be used with advantage to indicate



Here are Youth Training pictures from Atlantic, Pacific and Prairie Provinces. In the centre is a group of Nova Scotia mine trainees, and above some products of sewing classes in Saskatchewan. Below is shown one of the instructors in a British Columbia agriculture course.

their value from the placement angle. In the two courses carried on, a total of 365 young women were given training by the 19 members of the staff. Placements were practically 100 per cent. Courses lasted for three months. One officer was associated with all seven schools for purposes of assisting in placement and carrying on a follow-up service.

School routine naturally varies to a certain extent and, therefore, no specific time-table which would be applicable to all home-service training schools can be included. The following extract gives some indication of the routine followed in one of the schools:

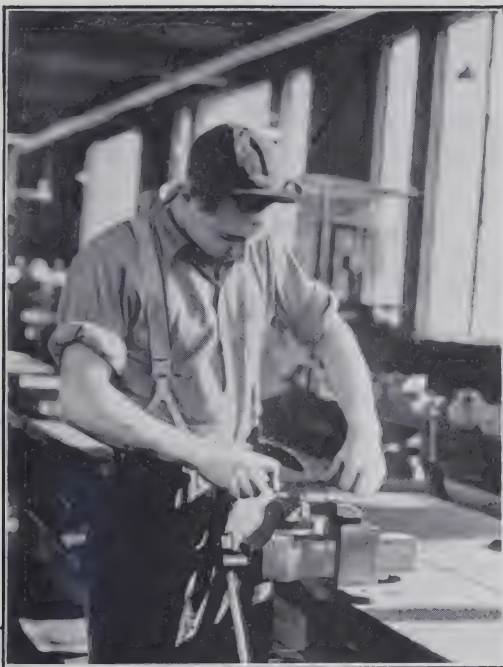
"Ten girls assigned to kitchen and dining room duty start the daily routine at this Home Service Training Centre. Setting the kitchen machinery humming, preparing and eating their own breakfast, they arrange the first meal of the day for the remainder of the household. By eight o'clock the windows are wide open in the upstairs rooms and beds are being aired. The girls work in teams, housemaids assigned to each floor, ironers, washers and laundry carriers in the basement. There are no set rules and no set routine. The girls are shown how to handle their duties and carry on under supervision but on their own initiative. General housework means cleaning mattresses and chesterfields, scrubbing floors, washing woodwork, polishing windows, sweeping and dusting generally. A large boiler, two washing machines and three ironing boards in the basement turn out spotless linen.

Shortly after 10 o'clock the unfinished work is left tidy while all the girls attend a cooking demonstration in the kitchen. The kitchen trainees prepare the work and onlookers benefit by their mistakes and practical demonstration.

Luncheon follows and a ten-minute rest interval when the girls are free to please themselves.

Housework, washing and kitchen work completed, the girls spend the hour from two until three o'clock sewing, studying or listening to talks on deportment or home-nursing. Sewing-machine lessons, lectures on personal hygiene, sanitation, social service, systematic saving and budgeting are arranged for afternoons during the week, lightened by free hours for study, walks in the fresh air, reading and games.





Ontario vocational training affords an opportunity for varied instruction in useful crafts. Above, a trainee is shown doing machine-shop work. Below, young men are being trained in auto mechanics.

Shortly before six o'clock the dinner gong rings. Only the girls on duty remain in their crisp blue and white uniforms. After the girls finish dinner the three members of the staff have their meal, prepared and served by girls assigned to special duties. A half-hour rest after dinner leaves the girls ready for the evening programme which may include physical training, swimming, lectures, informal talks, demonstrations or just fun." Girls in training are given free afternoons and evenings as arranged in the school routine.

### Physical Training

While some provision was made for recreational and physical training in all projects wherever possible, Quebec and British Columbia included in their respective programmes definite projects of this nature. Prior to initiation of the Dominion-Provincial Youth Training Programme, British Columbia had already established a province-wide plan of physical training. The financial assistance given by the Dominion grant resulted, however, in broadening and extending the scope of the plan, thus enabling many who would not otherwise have been able to do so, to enjoy the benefits of physical training.

The extent of the physical training project in British Columbia may be gathered from the following official provincial figures of the province for the last fiscal year:

Registration, Men, 6,983; Women, 13,021.

These figures include, of course, all who registered whether unemployed or not. If employed, they did not come within the scope of the Youth Training Programme. The number of physical training centres operated in British Columbia was 92.

In Quebec, physical training and recreational or "leisure-time" activities were combined. Courses included training in a wide variety of recreational activities in addition to physical culture. A great deal of the training in urban centres was carried on in co-operation with private organizations.

Statistics show that 7,423 persons, of whom 2,213 were men and 5,210 women, received physical training in British Columbia under the Youth Training Programme. Quebec trainees numbered 925, of whom 534 were men and 401 women.

## Rural Courses for Women

"The schools have met really vital needs in the life of rural people."

In these words a Director of Women's Work summarized the accomplishment of rural home-making schools in one of the Western Provinces.

"They have developed in the girls a regard for and devotion to the home, where the majority will spend their lives" the report continued "They have taught the girls to use what they have and make the most of what they have, e.g., the food they produce on the farm, the furniture in the home, the garments that are worn but can be made over, the little money that can be spent for clothing."

One of the striking features of these rural courses in Western Canada was the magnificent co-operative spirit displayed. This spirit of support and assistance was manifested, not only by direct participants in the course, but very definitely by persons who could derive no private material benefit from them. Distance in Western Canada necessitated that in many of the courses students from outlying points come in to the small towns and villages where courses were held. They had to live in these places during the period of the courses. They had to be lodged and fed. And it could hardly be expected that the Dominion and Provincial Governments would shoulder the entire cost of such a project. Here is where this spirit of co-operation came in.

How was this shown?

To begin with, before a school was started, the community had to indicate to the province its desire for such a course. Usually this community appointed a representative committee to sponsor the school. This local committee was expected to find accommodation, necessary equipment, stoves, furniture, etc. In many of the western schools equipment was given or loaned. The local committee also took charge of what might be termed the publicity phase of the project. It announced the school, distributed information about it, corresponded with those interested and registered pupils. One of its important functions was to find homes for pupils coming from a distance.

This may seem quite a large order for a committee, but in these western villages men and women were found who cheerfully undertook to fill it. And their efforts were



Prince Edward Island courses in occupational training include instruction in carpentry, as shown in the upper picture. At centre, is shown an Alberta cooking class taking notes during a lesson. Below is a Prince Edward Island homecraft class at work.



supplemented by those of individuals who came to the schools to give talks, demonstrations, and to lead activities like community singing, drama, folk dancing, etc. People entertained students. They opened their homes for demonstrations in home furnishings. In every centre the active support of the people grew steadily as they saw for themselves what the school was attempting and accomplishing. Here is what one community with a co-operative spirit did for the school:

"The girls who were not living at home were accommodated in the very nicest homes of the town, e.g., the local doctor and his wife, both fine and charming people, had the two teachers and three girls in their home. Another home accommodated seven girls, who felt that they were in residence. The life in the homes where the girls stayed for the duration of the school was organized to help the girls.

"People in the community willingly, and with interest and enthusiasm, came to the school to work with the girls. The local doctor and a former nurse gave talks and demonstrations on Health and Child Care. The principal of the public school engaged the girls in gymnastics. A former teacher led the community singing and play production, while a young woman teaching in the country drove in every Friday night after school to teach the girls folk dancing. The activities mentioned indicate the spirit of the people rather than all that was done by them.

"When the weather became very cold, it was difficult to get the building warm in the morning. The janitor, who could not do enough for the homemaking school, solved the difficulty by staying at the school all night, sleeping on two hard benches and allowing the alarm clock to waken him every two hours throughout the night to fix the fires".

The people proved abundantly that a school surrounded and supported by the life of the neighbourhood becomes a community in which pupils and teachers live together.

As illustrating the melting pot of races constituted by some of the schools, the following is a list of nationalities covered in one western home-making school: French-Canadian, 9; Irish, 4; Ukrainian, 5; Russian, 2; English, 2; Norwegian, 1; Belgian, 1; Half Breed, 3; Cree, 1; Polish, 1; Scotch, 1; Chinese Half Breed, 1. Thus twelve nationalities are represented in the membership of this school.

# YOUTH TRAINING PROGRAMME, 1937-38

## DOMINION STATISTICAL SUMMARY TO MARCH 31, 1938

	Given Training		On Relief		Discontinued Training		Found Employment		Days Work <sup>1</sup>	Days Class Instruction		Hours Class Instruction <sup>2</sup>		Classes
	Men	Women	Men	Women	Men	Women	Men	Women		Men	Women	Men	Women	
Prince Edward Island	457	460			9					7,520	5,225			22
Nova Scotia	300	132	74	23	67	26	104	32	20,321	855	3,690			11
New Brunswick	770	361			202	19	139	7	14,228	9,103	8,236			29
Quebec	13,542	6,853	249	67	315	1,401	25		15,944	247,852	66,182			626
Ontario	1,586	1,330	258	157	346	120	869	342	33,022	14,554	33,493			70
Manitoba	3,893	3,255	121	55	1,659	1,337	303	456	32,581	16,562	18,847	311,847		265
Saskatchewan	5,471	3,468	3,497	806	386	258	99	104		43,126	17,327	233,575		283
Alberta	2,589	1,568	663	369	296	97	55	62	8,304	52,679	21,536	6,685		41
British Columbia	3,693	5,729	397	30	371	95	470	215	51,348	22,655	19,068	200,000		127
Dominion Totals	32,301	23,156	5,259	1,507	3,651	3,353	2,064	1,218	175,748	414,906	193,604	752,107		1,474

<sup>1</sup> In Forestry and Mining Projects. <sup>2</sup> Represents projects where training was only given for a limited number of hours each week.

Total of days work or instruction, 909,609.

14,649 young people finished courses designed to train for employment and of these 3,282 or 22.4% found work.

The Dominion-Provincial Youth Training programme starts its second year with excellent prospects of increasing success. Given the enthusiastic co-operation accorded to it thus far, the end of the present year should show even improved reports on its progress.

Two practical questions may be asked: "Who are eligible for youth training? Where does a young man or woman apply for a course under the Dominion-Provincial Youth Training Programme?"

As already mentioned, administration of the Youth Training Programme is in the hands of the provinces, subject to their fulfilling terms of the agreement. These provide that any unemployed young man or woman, between the ages of sixteen and thirty years who is in need, is eligible for youth training. If possible, applicants should register with the Employment Service of Canada. Otherwise they should be certified as in necessitous circumstances by the clerk of the municipality or other appropriate authority. The Dominion Supervisor of Youth Training is given authority to extend the age limit up to thirty-five, but in no case can applicants be accepted under sixteen years of age.

Applications are received by the provinces. The following provincial officials are in charge of youth training:

Prince Edward Island. W. R. Shaw, Deputy Minister of Agriculture,  
Charlottetown.

Nova Scotia.....R. H. Mackay, Deputy Minister of Labour,  
Halifax.

New Brunswick.....Dr. F. Peacock, Director of Educational  
Services, Fredericton.

Quebec.....Albert Levesque, Director of Youth Training,  
Dept. of Trade and Commerce, Quebec City.

Ontario.....J. F. Marsh, Deputy Minister of Labour,  
Toronto.

Manitoba.....A. MacNamara, Deputy Minister of Labour,  
Winnipeg.

Saskatchewan.....Dr. J. H. McKechnie, Deputy Minister of  
Education, Regina.

Alberta.....Dr. G. F. McNally, Deputy Minister of  
Education, Edmonton.

British Columbia....F. T. Fahey, Department of Education,  
Parliament Buildings, Victoria.











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